

## IOWA CORRECTIONS SYSTEM

### Present Corrections System

The Iowa corrections system has four parts – administration, prisons, Community-Based Corrections, and Iowa Prison Industries. The Central Office is located in Des Moines and has responsibilities for administration, planning, policy development, program monitoring, and budgeting. Some staff performs system-wide administrative functions (for example, the medical services director and staff) and are located at one of the institutions or Community-Based Corrections (CBC) District Departments. One Regional Deputy Director and his staff are located in the Sixth CBC District Department. Iowa Prison Industries oversees the prison farms, traditional industry programs, private sector employment, and the prison canteen system. Iowa Prison Industries is self-funded and operates without General Fund support.

The prisons are responsible for incarcerating violent offenders and higher-risk individuals and providing the offenders with services essential to reducing risk to the general public upon release or parole. Community-Based Corrections provides supervision and transitional treatment for probationers, work release clients, Operating While Intoxicated (OWI) inmates, and parolees within a community setting. Community-Based Corrections provides both residential and field services (street supervision).



The CBC District Departments have responsibility for approximately 78.0% of the offenders under correctional supervision while they have approximately 25.5% of the total staff. In FY 1990, CBC supervised 80.5% of the offenders, but by FY 2004, the percentage had declined to 77.3%. Between FY 1990 and FY 2004, the prison population increased from 3,842 to 8,611 inmates, an increase of 4,769 (124.1%) inmates. Over the same time period, the CBC population grew from 16,905 to 29,320 offenders, an increase of 12,415 (73.4%).

### Governor's FY 2006 General Fund Recommendation

***The Governor is recommending an increase of \$7.5 million from the General Fund for the corrections system in FY 2006 as follows:***

- ▶ ***\$1.8 million for CBC District Departments to add Parole/Probation Officers to increase community safety.***
- ▶ ***\$5.7 million for the prison system, including:***
  - ◆ ***\$1.5 million to maintain positions when employees return from service in the Iowa National Guard and Reserve.***
  - ◆ ***\$1.5 million for basic life safety issues including food, utility, and pharmacy costs.***

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- ◆ **\$300,000 for additional mental health staff.**
- ◆ **\$700,000 to maintain current operations.**
- ◆ **\$1.7 million to operate a 24-bed mental health unit at the Iowa Classification Center at Oakdale. The Governor's recommendation includes a FY 2005 supplemental appropriation of \$100,000 to fund the one-time costs of renovating existing space to create this unit.**

**The Governor's recommendations for the corrections system are included in the Improve Community Safety, Particularly for Vulnerable Iowans Results Area.**

### Prison System

The Iowa corrections system operates a continuum of sanctions, ranging from probation with minimal supervision to incarceration. The prisons provide the most severe level of sanction, incarcerating violent offenders and those offenders who cannot be safely managed in community settings. In addition to security, prisons provide for housing; dietary services; medical, mental health and substance abuse treatment; education and job skills training; behavioral and psychological treatment; and recreational activities.



**Facilities** – The prison system has nine major prison facilities with a total of 6,989 general population beds and 511 medical and segregation beds. The prisons were operating at 121.6% of designed capacity on January 26, 2005. **Table 1** describes the nine prisons and distribution of the general population beds.

Since the beginning of FY 1990, 4,466 prison beds have been added to the system, an increase of 153.1%. Listed below are the two facilities currently under construction:

- Clarinda Lodge – 225-bed minimum security facility scheduled to open in March 2005.
- Special Needs Unit at Oakdale – 170-bed maximum security facility scheduled to open in FY 2007. This facility is being constructed due to a federal court order.

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Table 1

### Iowa Prison System

(As of January 26, 2005)

Prison	Current Capacity	Security Type	Population	No. Over Capacity	Emphasis
Ft. Madison	1,081	Max. – 749 Med. – 152 Min. – 180	722 150 117	-27 -2 -63	General – Male
Anamosa	1,001	Med. – 913 Min. – 88	1,266 61	353 -27	General/Education – Male
Mitchellville	443	Min. – 443	607	164	General – Female
Newton	928	Min. – 166 Med. – 762	302 771	136 9	Pre-Release – Male General
Oakdale	504	Med. – 504	833	329	Reception/Evaluation/ General/Psychiatric
Mt. Pleasant	875	Med. – 875	1,042	167	Substance Abuse/Sex Offender – Male
Ft. Dodge	1,162	Med – 1,162	1,227	65	General Male/Youthful Offender
Clarinda	750	Med. – 750	913	163	Special Learning – Male
Rockwell City	245	Med. – 245	489	244	General – Male
Total	6,989		8,500	1,511	

**Projected Prison Population Growth** – On January 26, 2005, there were 8,500 inmates in Iowa's prison system. This is 34 (0.4%) more inmates than one year ago. Prison admissions have outpaced releases for each of the last five years.

The Criminal and Juvenile Justice Planning Division (CJJPD) of the Department of Human Rights has prepared a prison population forecast that adjusts for the recent departmental policy changes and projects prison population growth through FY 2014. If current offender behavior and justice system trends remain unchanged, the prison population will be 10,582 inmates by June 30, 2014, an increase of 22.9% over the next 10 years. The growth is attributable to:



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- An increase in new prison admissions. Admissions to prison have increased by 58.1% since FY 1994.
- An increase in admissions of drug offenders. These admissions have increased by 225.6% since FY 1994. For the first time, drug offenses accounted for more admissions to Iowa prisons than any other offense type in FY 2004.
- An increase in felony charges filed. Felony filings in district courts have increased by 19.1% since FY 1999, the first year this information was available.
- An increase in CBC offender populations. The number of offenders supervised by the CBC District Departments has increased 55.5% since FY 1994.
- Housing federal prisoners and detainees. There were 150 federal prisoners and detainees housed in Iowa prisons on January 26, 2005.
- Increase in average length of stay in prison before release.
- Decrease in parole releases from prisons.
- The long-term effect of restricting or abolishing parole for certain crimes.

**Addition of Three New Prisons** – The forecast creates capacity issues because, based on the forecast, the prison system will be operating at 143.3% of current design capacity by the end of FY 2014. According to the DOC, for every 1,000 increase in the inmate population, a new 800-bed prison will need to be constructed. This assumes each prison will operate at 125.0% of capacity. If the inmate population reaches 10,582, three new 800-bed prisons will need to be built at an estimated construction cost of \$50.0 million for each prison. Each prison will incur annual operating costs of approximately \$28.0 million. Total capital costs are estimated to be \$150.0 million and annual operating costs are estimated to be \$84.0 million. If three new prisons are constructed and the population reaches 10,582 inmates, the prison system will be operating at 108.2% of design capacity.



**Community-Based Corrections Population Growth** – The CJJPD does not forecast the CBC populations. The following information was prepared using average annual percentage growth rates. The average annual growth rate for the CBC population since FY 1994 (10-year average) has been 5.5%, and since FY 1989, the growth rate has averaged 4.7% (15-year average). Using these average annual rates of growth, the CBC population will be approximately 53,000 offenders by the end of FY 2014, an increase of 23,680 offenders, or 80.8%.

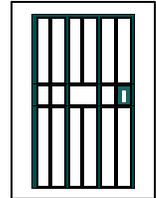
**Funding to Maintain Current Level of Services** – If the CBC population reaches 53,000 offenders in 10 years, the General Fund appropriation will need to increase in

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order to maintain the current level of service. Assuming the budget will increase at the same rate as the CBC offender population, by FY 2014, the CBC District Departments will need a budget of approximately \$92.6 million, an increase of \$31.6 million (51.8%) compared to the estimated net FY 2005 General Fund appropriation.

### Summary

The corrections system can be expected to continue to grow over the next decade, both in prisons and CBC. This growth will require the construction of new prisons, expansion of Iowa Prison Industries, and an increase in CBC staffing and programming if current levels of service are to be maintained. There are options that may reduce the projected offender population, including:



- Sentencing changes such as the repeal or reduction of mandatory minimum terms or habitual offender laws.
- Improve communication between the Department of Corrections and Board of Parole. The Board's expectations for offender treatment should be communicated early in an offender's sentence, so the DOC may provide those treatment services before the offender is eligible for parole.
- Expand early release or parole eligibility.
- Enhance judicial discretion in criminal sentencing.
- Expand drug treatment availability.
- Establish a Sentencing Commission.
- Increase alternatives to prison for technical violators.
- Create emergency release mechanisms.

All alternatives listed previously will require additional resources for the DOC and/or the CBC District Departments. The alternatives, however, may slow the rate of growth in corrections spending or provide methods of future cost avoidance. The future costs of Iowa's current criminal penalties are greater than the costs of the alternatives.

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